FEDERAL AVIATION AGENCY
BUREAU OF AIR TRAFFIC MANAGEMENT
Washington 25, D. C.

October 28, 1959

CIVIL AIR REGULATIONS DRAFT RELEASE NO. 59-16

SUBJECT: Definition of Control Areas;
Extension of Civil Air Regulations Amendment 60-14

The Bureau of Air Traffic Management of the Federal Aviation Agency has under consideration a proposal to postpone the effective date of Civil Air Regulations Amendment 60-14 (24 F.R. 6) from January 1, 1960, to July 1, 1960. The reasons therefor are set forth in the explanatory statement in the attached proposal which is being published in the Federal Register as a notice of proposed rule making.

The Agency desires that all persons who will be affected by the requirements of this proposal be fully informed as to its effect upon them and is therefore circulating copies in order to afford interested persons ample opportunity to submit comments as they may desire.

Because of the large number of comments which we anticipate receiving in response to this draft release, we will be unable to acknowledge receipt of each reply. However, you may be assured that all comments will be given careful consideration.

It should be noted that comments must be submitted in duplicate and in order to insure consideration must be received by the Agency not later than December 15, 1959.

D. D. Thomas

Director, Bureau of Air Traffic Management

FEDERAL AVIATION AGENCY

BUREAU OF AIR TRAFFIC MANAGEMENT

[14 CFR 60]

[Reg. Docket No. 165 ; Draft Release 59-16]

AIR TRAFFIC RULES

NOTICE OF PROPOSED RULE MAKING

Postponement of Effective Date of Amendment 60-14

Pursuant to the authority delegated to me by the Administrator (§405.27, 24 F.R. 2196), notice is hereby given that the Federal Aviation Agency has under consideration a proposal to postpone the effective date of Civil Air Regulations Amendment 60-14 (24 F.R. 6) from January 1, 1960, to July 1, 1960.

Interested persons may participate in the making of the proposed rules by submitting such written data, views or arguments as they may desire. Communications should be submitted in duplicate to the Docket Section of the Federal Aviation Agency, Room B-316, 1711 New York Avenue, N. W., Washington 25, D. C. All communications received by December 15, 1959 will be considered by the Administrator before taking action upon the proposed rule. The proposal contained in this notice may be changed in the light of comments received. All comments submitted will be available for examination by interested persons in the Docket Section when the prescribed date for return of comments has expired. Because of the large number of comments which we anticipate receiving in response to this Draft Release, we will be unable to acknowledge receipt of each reply. However, you may be assured that all comments will be given careful consideration.

Amendment 60-14 was adopted December 29, 1958, to become effective on January 1, 1960. This Amendment contains provisions for the establishment of "floors" of control areas at 1,500 feet and establishes a requirement for designation of terminal control areas with a floor of 700 feet to provide for the transition of arrival and departure aircraft between the control zone and en route control area. In addition, this Amendment authorizes the Administrator to make this Amendment, or any part thereof, effective in any portion of the airspace prior to January 1, 1960, the mandatory effective date.

To implement the provisions of this Amendment, a detailed study of terminal areas and route structures is required. The Federal Aviation Agency Regional Offices are presently conducting this study to determine those terminal control area configurations which are compatible with the terms of this Amendment and those which will require the designation of additional terminal control areas to accommodate the airport. Each individual change or addition to these areas involves additional time in order to conduct airspace action in accordance with the Administrative Procedure Act. Each segment of the airway route structure must be examined with respect to the elevation of the terrain. The corresponding minimum en route altitude (MEA) is then adjusted based upon the newly established floor of the control area. It is anticipated that they will have completed their studies and submitted the results to the Washington Office by November 16, 1959.

In addition to the workload associated with the development of

the necessary airspace action, several more problems have become apparent which further affect implementation of the provisions of Amendment 60-14. For example, minimum en route altitudes (MEA) are presently determined with respect to obstructions on the ground and are established at least 1,000 feet (higher in mountainous terrain) above the highest obstruction located within a route segment. Accordingly, flight check information on the majority of the routes is based upon obstructions such as tall buildings, television towers, etc. However, Amendment 60-14 requires the floor of control areas to be established 1,500 feet or higher above the surface and intended that a safety buffer would be provided by establishing the minimum en route altitude (MEA) 500 feet above the floor. This, in effect, places a dual requirement for the establishment of MEA's, at least 1,000 feet above obstructions and in addition, at least 2,000 feet above the terrain.

Although the Federal Aviation Agency has complete records of obstruction altitudes, very little information relative to exact terrain elevations is available from any source. To positively assure that all MEA's are designated so as to be 2,000 feet above the terrain, a comprehensive review of the national route structure including extensive flight checking is essential. This includes some 40,000 en route and terminal procedures, including 310,000 miles of en route segment procedures and some 2,000 instrument approach procedures. While in some areas the flight procedure altitudes will remain unchanged, there is no alternative but to

conduct these analyses and necessary flight checks to determine that change was not required. A similar analysis is necessary for all instrument approach procedures and terminal procedures.

In addition to the requirement for extensive flight checking throughout the routes system, innumerable other detailed analyses must be accomplished prior to implementation of Amendment 60-14. Further, once the determinations are made after a completed review and analysis, airspace designation action will require additional time. Since actual airspace actions require normal handling in the rule making process, it becomes apparent that complete action to ready the entire controlled airspace structure cannot be finalized by January 1, 1960.

Until each step of this time-consuming task has been completed, the Federal Aviation Agency is unable to implement the provisions of Amendment 60-14. Therefore, it is proposed to extend the mandatory effective date of Civil Air Regulations Amendment 60-14 to July 1, 1960, in order to permit the Federal Aviation Agency additional time to accomplish the implementation required by this Amendment.

This amendment is proposed under the authority of Section 307 (a), and 307 (c) and 313 (a) of the Federal Aviation Act of 1958 (72 Stat. 752, 749, 49 U.S.C., 1354, 1348.)

D. D. Thomas

Director, Bureau of Air Traffic Management

Issued in Washington, D. C. on October 28, 1959